

3.8 LAND USE

Land use considerations include consistency with existing land use controls, existing on-site land uses, adjacent land uses, induced development, and regional context for land use. The ROI used in this analysis includes two areas: 1) the existing Broadwater site and the Alternative 3 sites, plus areas approximately one-quarter mile in radius surrounding those sites, and 2) the three-county region, as a basis for identifying overall land use patterns. Evaluations of land use issues are based on site visits, review of aerial photography, review of documents and reports, personal and telephone interviews, and the Summary Environmental Reports for Alternative Casino Sites (Brown and Mitchell, Inc., 1999b). The regulatory environment for land use in the ROI is described in detail in Appendix H.

3.8.1 Land Uses on the Broadwater Site, the Alternative 3 Sites, and Adjacent Properties

To examine land uses within the immediate ROI, this section considers zoning, future land use designations, coastal wetlands use designations, Keesler AFB height restrictions, and the existing uses of properties.

Broadwater Site (Alternatives 2, 4, and 5)

The Broadwater site is currently used as the President Casino and Broadwater Hotel complex, encompassing approximately 283 acres. The uses in this complex include a casino, marina, and related parking south of US 90. North of US 90 and south of the railroad tracks are the President Broadwater Resort and Broadwater Resort East hotels with supporting amenities. The 18-hole Sun Golf Course is located to the north of the railroad tracks and south of Pass Road. More detailed descriptions of the existing uses on the Broadwater site are presented in Chapter 2.0.

The existing zoning, future land use designations, Keesler AFB height restrictions, and coastal wetlands use plan designations for the Broadwater site are identified in Table 3.8-1. These designations are also indicated on the maps in Appendix H. The existing Broadwater Hotel and Casino is consistent with the existing zoning, future land use designations, coastal wetlands use designations, and Keesler AFB height restrictions.

The existing uses on the Broadwater site are mostly compatible with the adjacent land uses. Adjacent land uses are summarized in tables and figures located in Appendix H. The golf course provides a buffer between the adjacent residential uses north of the railroad tracks and the commercial resort uses south of the railroad tracks. South of the railroad tracks, the resort area is bordered by vacant commercial uses to the west and existing commercial uses and single family residences to the east. The Broadwater resort uses on the north side of US 90 surround a cemetery that is currently open and in operation; this use poses some incompatibility with surrounding commercial uses. South of US 90, the Broadwater marina and casino are bordered on both sides by Sand Beach, the development of which is restricted by the Sand Beach Master Plan (Sand Beach Planning Team, 1986).

Table 3.8-1
Land Use Designations for the Broadwater Site

Location	Acres	Zoning	Future Land Use	Coastal Wetlands Use Plan	Keesler Zones (Max Ht)	Existing Use
Broadwater						
- south of US 90	197±	WF-1	Commercial (waterfront)	C	230 ft.	Broadwater marina & casino
- south of RR tracks, north of US 90	49±	C-3	Commercial (hotel/motel)	N/A	230 ft.	Broadwater hotels and amenities
- south of Pass Road, north of RR tracks	29±	R-1A, R-3, R-4	Institutional (parks & rec.) Residential (multi-family attached)	N/A	230 ft.	Sun Golf Course

Source: Biloxi Zoning & Future Land Use Maps; Wetland Use Plan Map and Keesler Height Restrictions Map.

Note: See Appendix H for a description of relevant zoning and land use designations.

Alternative 3 Sites

The locations, current uses, and existing structures of the six Alternative 3 sites are described in detail in Section 2.2. The existing zoning, future land use designations, coastal wetlands use plan designations, and Keesler AFB height restrictions for the Alternative 3 sites are identified in Table 3.8-2. These designations are also indicated in Figure 3.8-1. The existing uses on the Alternative 3 sites are consistent with the existing zoning, future land use designations, coastal wetlands use designations, and Keesler AFB height restrictions.

The six Alternative 3 sites are located on the east end of the Biloxi peninsula and on the Back Bay east of I-110. These sites are surrounded by a variety of land uses, including public uses, industrial operations, and residential neighborhoods. Summary land use information is presented in tables and figures located in Appendix H. The majority of the surrounding uses that directly front the water tend to be commercial and industrial uses, while the inland uses transition to more residential districts, especially along the Back Bay. The existing uses on the Alternative 3 sites are primarily focused towards the water and are consistent with the existing uses on adjacent waterfront properties; however, some conflicts exist with the more inland residential uses.

Table 3.8-2
Land Use Designations for the Alternative 3 Sites

Location	Acres	Zoning	Future Land Use	Coastal Wetlands Use Plan	Keesler Zones (Max Ht)	Existing Use
Site A	7.3	WF-1	Institutional (parks & rec.)	C	370 ft.	Marina and parking facilities
Site B	9.2	WF-2, R-3, I-2	Commercial (waterfront & general medium)	I	370 ft.	New Palace parking facilities, one single family residence
Site C	31.7	WF-2, I-2	Commercial (waterfront & general medium)	I	370 ft.	Manufacture of pre-formed concrete products
Site D	8.9	WF-2, R-2, I-1	Commercial (general & waterfront), Institutional (parks & rec.)	C	370 ft.	Boat haul-out and repair facility, hardware store, 7 single family residences, baseball park
Site E	9.2	WF-2	Commercial (waterfront)	I, C & G	370 ft.	Fuel distribution and seafood processing
Site F	4.4	WF-2	Commercial (waterfront)	C	350 ft.	Seafood processing, ice house & fueling, fishing docks

Source: Biloxi Zoning & Future Land Use Maps; Wetland Use Plan Map; Keesler Height Restrictions Map; and Summary Environmental Reports for Alternative Casino Sites (Brown and Mitchell, Inc., 1999b).

Note: See Appendix H for a description of relevant zoning and land use designations.

3.8.2 Patterns and Regional Context for Land Use

To provide background information about the land use character and development patterns in the area, this section describes major developments in the city of Biloxi and general development patterns in the three-county region. Over the past decade, both the city of Biloxi and the three-county region have experienced moderate to rapid growth. This moderate to rapid growth trend is expected to continue both in the city of Biloxi and in the region.

3.8.2.1 The City of Biloxi

Based on the 1994 existing land use analysis for the city of Biloxi, the largest land use (excluding water areas) in Biloxi was residential, followed by undeveloped and agricultural property. Table 3.8-3 identifies the distribution of land uses within the city limits.

Table 3.8-3
Distribution of Land Uses in Biloxi

Land Use	Acres	Percent of Total
Residential Uses	3,716	21.1%
Commercial Uses	1,369	7.79%
Industrial Uses	154	0.87%
Public and Semi-Public Uses	1,318	7.5%
Rights-of-Way	1,338	7.61%
Federal Government	1,851	10.5%
Undeveloped & Agricultural	2,758	15.7%
Water Areas	5,078	28.9%
Total	17,582	100%

Source: City of Biloxi, 1996b.

Note: Does not include recently annexed area described below.

The city of Biloxi annexed 34 square miles north of the Back Bay in August 1999. This annexation expands the city's boundaries north and encompasses over 6,000 additional people (GRPC, 1998c). Figure 3.8-2 displays the newly annexed area of Biloxi.

Significant Existing Developments in Biloxi

- **Keesler Air Force Base.** Keesler Air Force Base (AFB) was established in 1941 when the military began operating a technical training school near Biloxi (GRPC, 1998b). Keesler AFB includes a population of 28,100 people (9,500 military and 18,600 civilian and dependents). The main base facility covers 1,447 acres, and an additional 221 acres are used for housing. A small arms range, located 10 miles northwest of the main base, covers 1,886 acres and is used by permit from the United States Forest Service (Keesler Air Force Base, 1997).

Under the terms of the 1941 lease, the city of Biloxi has enacted zoning ordinances that protect the navigable airspace in the Keesler AFB vicinity by limiting the height of structures (GRPC, 1998b). While the AFB does not own air rights, the city does refer possible height conflicts to Keesler AFB for review (personal communication, E. Shambra, Executive Planner, City of Biloxi, to R. LeBeau, EDAW, September 7, 1999). Figure 3.8-1 illustrates the airspace restrictions, Accident Potential Zones (APZs), and noise contours in the Keesler AFB flight operations area. A joint land use study prepared by the Gulf Regional Planning Commission indicates that the APZs contain densely inhabited uses.

- **Mississippi Coast Coliseum.** The Mississippi Coast Coliseum and Convention Center is a 180,000-square-foot facility located on US 90 just west of the Broadwater site. The facility includes a 24,780-square-foot arena (with a maximum seating capacity of 15,000) and a 150,000-square-foot convention area. The coliseum is host to entertainment ranging from ice hockey and skating to concerts and plays, as well as numerous trade shows, conventions, and meetings. The facility has grown steadily in the number of events and people accommodated annually, from 174 events with 444,614 people in 1991 to 261 events with 781,207 people in

1998. The coliseum's five-year strategic plan calls for the addition of 250,000 square feet of convention space and the construction of an 8,000-seat baseball stadium (Mississippi Coast Coliseum and Convention Center, 1999).

- *Edgewater Mall Area.* The Edgewater Mall, located on US 90 in west Biloxi, was built in 1963 as the Edgewater Plaza Shopping City with 40 stores and a total of 500,000 square feet. Today, the mall is the coast's largest retail center with 110 stores and a total of 900,000 square feet. The Edgewater Village Shopping Center is located next to the mall and contains 43 specialty shops and restaurants (Russell, 1999; Gillette, 1999).
- *Casinos.* The nine existing casinos in Biloxi collectively exert a significant influence on the Biloxi peninsula. The majority of these casinos are clustered near the east end of the peninsula in an area known as "casino row." The nine casinos employ 11,133 people, contain 5,674 hotel rooms, and have a total of 3,495,549 square feet (of which 487,780 square feet is gaming space).
- *Beauvoir.* The historic Beauvoir property is located between the Mississippi Coast Coliseum and the Broadwater Resort on the north side of US 90. Beauvoir occupies approximately 98 acres of heavily wooded property and contains the historic Jefferson Davis cottage, the Jefferson Davis Library, and the Southern Memorial Park Cemetery (Hardison, 1999). Beauvoir averaged over 76,000 visitors a year between 1994 and 1997 (GSERC, 1999). For more details on Beauvoir and other historic resources, see Section 3.7.

Significant Proposed Developments in Biloxi

- *New Casinos.* Proposals are ongoing for new casino resorts on the Biloxi peninsula. Current proposals include the Hard Rock, Acropolis, and Point Cadet. Most of these proposed developments are to be concentrated on the east end of the peninsula along US 90 and Bayview Avenue. In addition to new casinos being developed, many existing casinos are undertaking renovations and additions that include more hotel rooms, larger gaming areas, and increased amenities. This pattern will continue to increase the density and intensity of uses along US 90 and the redevelopment of areas on the Back Bay, often replacing previously used industrial sites (personal communication, E. Shambra, Executive Planner, City of Biloxi, to R. LeBeau, EDAW, August 23, 1999).
- *Residential Development.* Several small to medium sized subdivisions are under development on the Biloxi peninsula and north Biloxi area. These developments include 50- to 150-lot subdivisions offering a total of 450 to 500 new homes (personal communication, E. Shambra, Executive Planner, City of Biloxi, to R. LeBeau, EDAW, August 23, 1999).
- *East Harrison Connector Corridor.* The East Harrison Connector will provide a new north-south connection between I-10 and US 90. This corridor will most likely be an elevated highway with controlled access. Therefore, the land development opportunities are primarily limited to the proposed interchange areas. These areas will be prime locations for tourism-related commercial activities such as hotels, restaurants, and gas stations.

- *East Bayview Avenue Corridor.* Proposed improvements for this corridor include the realignment and widening of Bayview Avenue between Oak Street and Main Street (see Figure 3.8-3). Project construction will follow right-of-way acquisition that is currently in process (personal communication, S. Polivick, City Engineer, City of Biloxi, to R. LeBeau, EDAW, December 8, 1999). The city of Biloxi has no specific intention to change land use as a result of the road project. However, the Bayview Avenue realignment creates the potential for the rezoning of additional land north of the realigned road to waterfront commercial (WF-2), a zoning that allows the development of a variety of commercial uses, including casinos. The road improvement also improves the accessibility of properties on the Back Bay, making them more appealing to business owners and customers (personal communication, E. Shambra, Executive Planner, City of Biloxi, to R. LeBeau, EDAW, December 8, 1999). These combined forces will likely lead to the redevelopment of existing residential and industrial uses in the east Bayview Avenue Corridor.

3.8.2.2 *The Three-County Region*

The three-county region is characterized by urban development along the coast and rural and sparse suburban development generally north of I-10. Growth during the past 10 years has been concentrated south of I-10, but more intense development is beginning to occur in Harrison County north of I-10. Major proposed development projects in the three-county region are summarized below.

- *Tradition.* Tradition is a \$1.7 billion master planned community under development in north Harrison County. The first phase of the community is being developed on 200 acres with 400 home sites. The ultimate build-out is anticipated to include 20,000 dwelling units on 4,000 acres with a 150-acre town center containing shops, entertainment opportunities, and offices. The houses, which are targeted at retirees, military personnel, young families, and professionals, will range in price from \$80,000 to \$250,000. Amenities include golf courses, lakes, parks, trails, and school sites (Brocato, 1999c).
- *Stennis Space Center.* Stennis Space Center encompasses 13,480 acres in western Hancock County with an additional 125,327-acre buffer zone around the space center (occupying one-third of Hancock County total land area). The partially developed space center is home to many different agencies including NASA, the U.S. Army and Navy, and related contractors. Currently, a Boeing plant is being constructed within the space center. The plant will add 250 people to the existing employment base of 4,000 to 5,000 workers (Southern Mississippi Planning and Development District, 1991).
- *Port Bienville Industrial Park.* Port Bienville Industrial Park totals 36,000 acres and is located in Hancock County. This development is the largest industrial park in the state and, in 1990, was the home of 15 industries. Within the park are several newly completed and proposed developments, including Wellman Manufacturing on 4,400 acres and GE Plastics on 500 acres (Southern Mississippi Planning and Development District, 1991 and personal communication, H. Walters, Executive Director, Hancock County Port and Harbor Commission, to J. Self, EDAW, September 29, 1999).

- 1 • *Casinos.* Proposals have been discussed for new or expanded casinos in Hancock County,
2 including expansions at Casino Magic, a new casino resort complex at Bayou Caddy, and a
3 new casino resort complex at Bayou Cadet (personal communication, H. Walters, Executive
4 Director, Hancock County Port and Harbor Commission, to J. Self, EDAW, September 29,
5 1999).
- 6
- 7 • *Subdivisions.* Numerous subdivisions are under development or proposed throughout the
8 three-county region. Developments range from a proposed gated community of 2,500
9 residences (Coast TDF Land Company) to over 3,000 single family lots in various smaller
10 subdivisions (Harrison County, 1999c; personal communication, G. Karbo, Planner, City of
11 Gulfport, to J. Self, EDAW, September 30, 1999).
- 12
- 13 • *Apartment Complexes.* About 1,300 apartment units are currently under construction
14 throughout the three-county region (Harrison County, 1999c).
- 15
- 16 • *Proposed Federal Courthouse.* The General Services Administration recently completed an
17 Environmental Assessment for the proposed development of United States District Court
18 facilities in Gulfport, Mississippi (to house the U.S. District Courts for the Southern District
19 of Mississippi). The proposed action is to construct new U.S. Courthouse facilities in the
20 downtown Central Business District of Gulfport. The Courthouse facilities would include
21 approximately 204,000 gross square feet of space and would house 150 employees with 50
22 secured and 100 non-secured parking spaces. The preferred alternative site is located in
23 downtown Gulfport, and includes a new structure and the adaptive reuse of the former
24 Gulfport High School Building. Construction of the new Courthouse facilities is planned for
25 completion in Fall 2002 (Potomac-Hudson Engineering, Inc., 2000).

Destination Broadwater EIS Keesler AFB Development Considerations

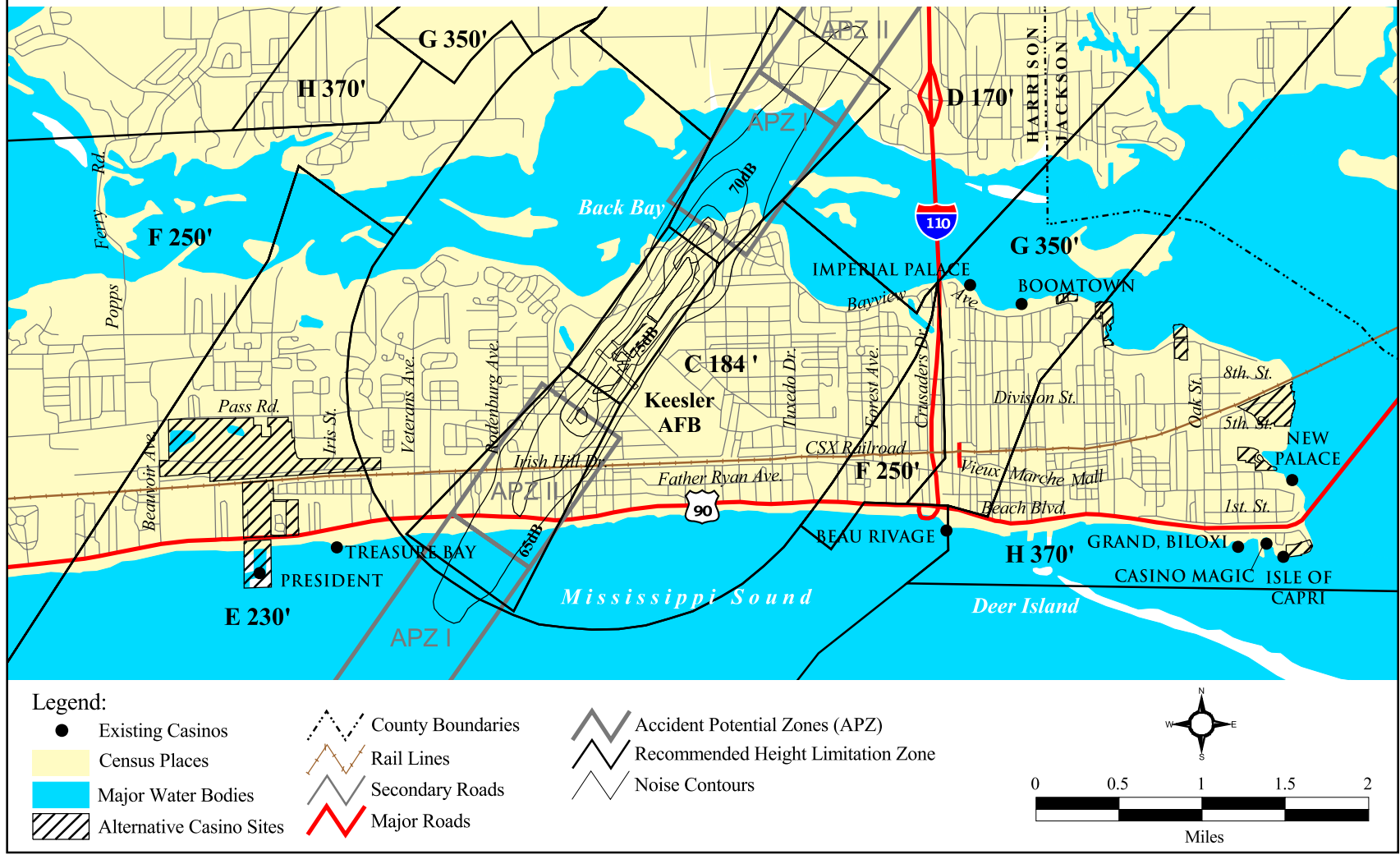


Figure 3.8-1: Keesler AFB development considerations

Destination Broadwater EIS City of Biloxi Annexed Areas

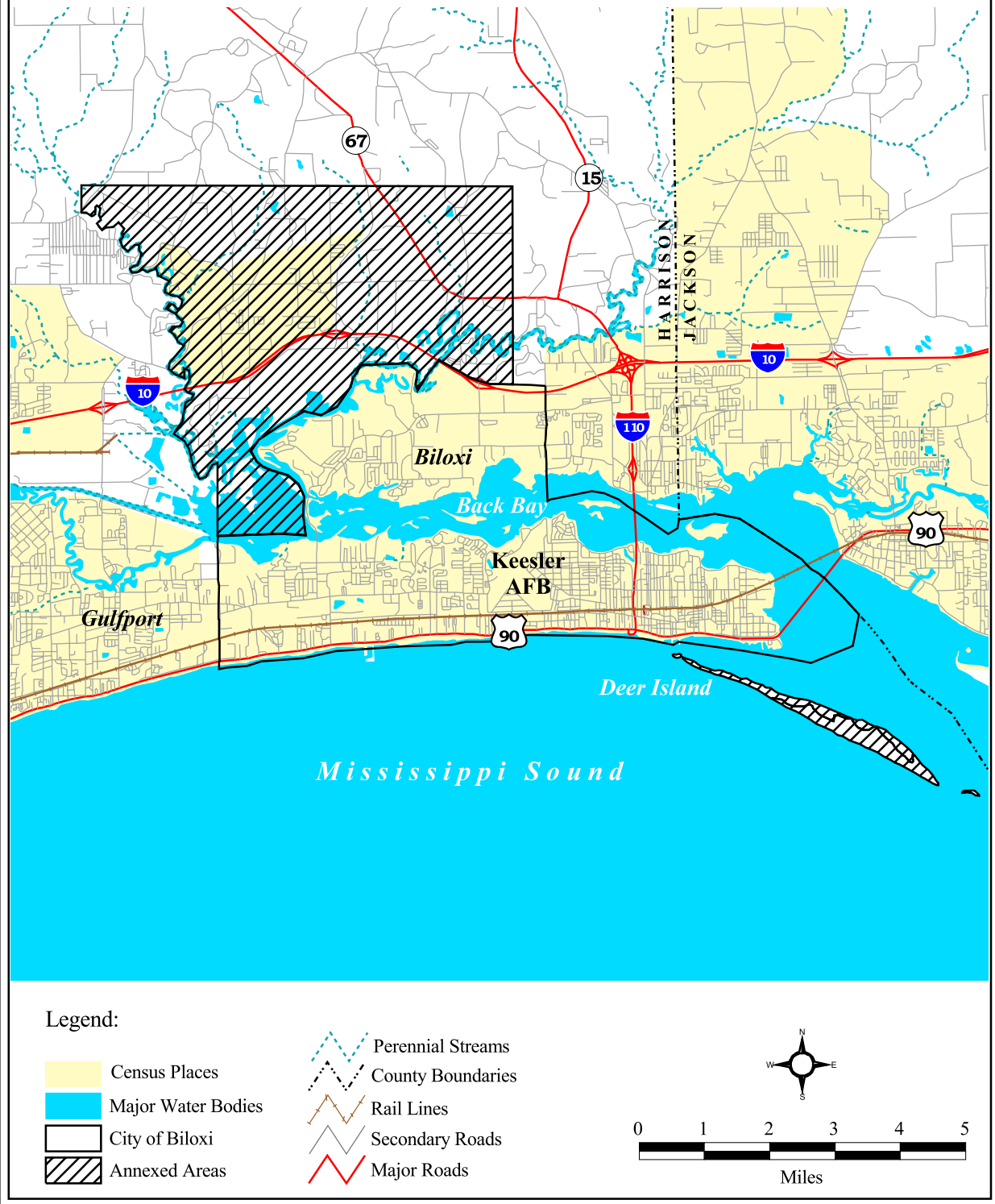


Figure 3.8-2: City of Biloxi annexed areas

Destination Broadwater EIS

Bayview Avenue Extension



Figure 3.8-3: Bayview Avenue Extension